

EXECUTIVE SECRETARIAT**Routing Slip**

TO:		ACTION	INFO	DATE	INITIAL
1	DCI		X		
2	DDCI		X		
3	EXDIR		X		
4	D/ICS				
5	DDI		X (EYES ONLY)		
6	DDA				
7	DDO				
8	DDS&T				
9	Chm/NIC				
10	GC				
11	IG				
12	Compt				
13	D/EEO				
14	D/Pers				
15	D/OEA				
16	C/PAD/OEA				
17	SA/IA				
18	AO/DCI				
19	C/IPD/OIS				
20	D/OLL		X (EYES ONLY)		
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SUSPENSE		Date			

Remarks:

Please prepare response for DCI's signature.

(VIA EYES ONLY Envelopes.)

Executive Secretary

27 July 83

Date

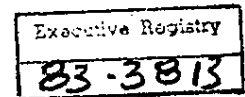
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United States Senate

WASHINGTON, D.C. 20510

July 26, 1983



The Honorable William J. Casey
Director of Central Intelligence
Central Intelligence Agency
Washington, D.C. 20505

Dear Bill:

Your appointment of Bob Gates to be both Director of Intelligence at CIA and Chairman of the National Intelligence Council, raises some longstanding concerns. These transcend the professional abilities of anyone who might hold those jobs.

The NIEs' past record of underestimation is documentable and is due at least in part to a system which places analysts under more pressing obligation to bureaucratic forces than to the truth. In the past the most persistent of such forces in the field has been CIA. As you know I have advocated, and you have at times endorsed, allowing several different agencies to write their own estimates on crucial questions, so that policy-makers might benefit from the open confrontation of differences, and so that analysts might feel the stimulus of competition.

The present analytical system has operated with minor changes for some thirty years. Its main feature is that the several agencies try to insert their points of view into single papers on any given topic. Since the term "competitive analysis" came into vogue, defenders of the present system have claimed that it involves competition. Well, of course events have proved the present kind of competition to be insufficient.

Nevertheless, when we try to understand the present system in its own terms, we see that it depends for its vitality on being run by people who are not biased for or against the views and the personnel of any of the agencies whose collective efforts make up the estimates. That is why, throughout the past generation thoughtful people have noted that there is danger in putting the CIA, one of the many agencies which take part in the process, in charge of the whole process.

Time and again over the past generation, schemes have been adopted to make this Estimate process truly "national" and to deal with the above mentioned danger - the Board of National Estimates and the National Intelligence Council are the

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best of these. The National Foreign Assessment Center was the worst. But every such device has suffered the same fate: Since they have been staffed at the top by people from CIA's point of view, they have been absorbed, in effect, into CIA. Analysts from other agencies who care about their careers have been able to see the importance of going along with CIA.

Time and again, the explanation given for staffing at the top with CIA people has been the same: they are the best qualified, and certainly they are the best qualified in the judgment of other top people at CIA.

Now, it seems, the cycle is repeating itself once again. The top man in the Estimates process is to be not merely out of CIA but actively running its analytical side. Even in terms of the present system, which has failed, this makes no sense. I'm certain he will promise sincerely to be unbiased, and will show that he has given charge of any number of drafts to people who are not - or at least not yet - formally with CIA. All of that is beside the point.

The point is that we spend an awful lot of money to feed a system for analyzing intelligence which fails with great regularity, and which gives constant proof of its concern for preserving its inherent perspective.

I am looking for a way to break this cycle, and hope that I won't have to wait until the next estimating failure in order to find it.

Sincerely,



Malcolm Wallop
United States Senator

MW:ac